DOCUMENT RESUME

ED 284 092 CG 020 025

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TITLE Meeting the Needs of Youth at Risk: Public Policy and Interagency Collaboration. Conference Proceedings (Portland, Oregon, March 4-5, 1987).
INSTITUTION Northwest Regional Educational Lab., Portland, Oreg.
PUB DATE Apr 87
NOTE 36p.
PUB TYPE Collected Works - Conference Proceedings (021)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Adolescents; *Agency Cooperation; Children; Delinquency; Drinking; Dropouts; Drug Use; Early Parenthood; *High Risk Persons; *Needs Assessment; Potential Dropouts; *Public Policy; *Youth Problems

ABSTRACT

This document contains materials from a conference designed to examine policy issues related to potential dropouts, youth offenders, drug and alcohol abusers, teenage parents, young children at risk, unemployed youth, and compensatory education. A brief overview of the 2-day conference is followed by summaries of each of the conference's presentations: (1) "Youth at Risk: A National Concern" (Frank Newman); (2) "Potential Dropouts" (Edward Meade); (3) "Youth Offenders" (Eugene Bayard Edgar); (4) "Drug and Alcohol Abusers" (Michael Buscemi); (5) "Teen Parents" (Joy Dryfoos); (6) "Early Intervention for Young Children at Risk" (Jule Sugarman); (7) "Unemployed Youth" (Lynn Curtis); (8) "Policy Options Related to Compensatory Education" (Alfred Rasp); (9) "Drug and Alcohol Abuse Survey Results" (Jeffrey Kushner); (10) "Serving Youth at Risk through Comprehensive State Policies" (Frank Brouillet, panel presentation); (11) "Exemplary Interagency Approaches" (Matthew Prophet); (12) "Effective Interagency Approaches to Meet the Needs of Youth at Risk" (panel presentation); and (13) "Spotlight on Exemplary Programs, Practices and Policies to Meet the Needs of Youth at Risk" (small group sessions). A conference summary, evaluation, and videotape order form are included. (NB)

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THE Northwest Regional Educational Laboratory

CONFERENCE PROCEEDINGS

ED284092

Meeting the Needs of Youth at Risk: Public Policy and Interagency Collaboration

The Red Lion Columbia River Inn
Portland, Oregon
March 4-5, 1987

Proceedings from a conference on youth at risk sponsored by:
Northwest Regional Educational Laboratory
Education Commission of the States
National Alliance of Business

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Prepared by
School Improvement Coordination Unit
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April, 1987

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Conference Proceedings

MEETING THE NEEDS OF YOUTH AT RISK: PUBLIC POLICY AND INTERAGENCY COLLABORATION

Cosponsoring agencies:

Northwest Regional Educational Laboratory
Education Commission of the States
National Alliance of Business

Prepared by:
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Rex Hagans, Director

April, 1987

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INTRODUCTION

At-Risk Youth Conference Focuses on Policy Issues and Decision Making

The Northwest Regional Educational Laboratory (NWREL) and its cosponsoring agencies the Education Commission of the States (ECS), and the National Alliance of Business (NAB), welcomed 437 leaders in education, business, government, and health and human services to Portland, Oregon, March 4-5, 1987 to examine policy issues related to potential dropouts, youth offenders, drug and alcohol abusers, teen parents, young children at risk, unemployed youth, and compensatory education. These leaders from around NWREL's six-state region (Oregon, Washington, Idaho, Montana, Alaska and Hawaii) came together to examine collaborative efforts by schools, community agencies, and other groups as well as to explore specific topics related to youth at risk such as minority youth, promising practices for high risk youth, and juvenile delinquency prevention.

At-Risk Youth is a National Concern and Provided Impetus for the Conference

In the Northwest and Pacific, much like the rest of the country, many legislators, as well as those involved in education and human resource agencies, are struggling with policy issues and recent or proposed initiatives to provide services to youth at risk. In the Northwest in particular, new state leaders are putting forth their innovative ideas, perspectives, and policy directions. These national and Northwest leaders including legislators, governors' aides, chief state school officers, heads of national foundations, and leaders in business and industry offered their unique outlooks and solutions affecting young people at risk during this important conference focusing on policy issues and interagency collaboration. Participants included teachers and administrators, counselors and psychologists, researchers, juvenile justice representatives, board of education members, business and industry representatives, government personnel, and many others. They came not only from NWREL's six-state region but also from Arizona and Wyoming. Participants came with a wide range of backgrounds and expertise and from a number of geographic areas to find ways to meet the needs of the growing numbers of young people at risk in our country and throughout the Northwest Region.

Overviews of the Conference

The two-day conference began with a welcome from leaders of the cosponsoring agencies, as well as from the mayor of the city of Portland. Following a keynote address that put the issue of youth at risk into perspective and the national context, participants were given the opportunity to choose from among eight showcase presentations: potential dropouts, youth offenders, drug and alcohol abusers, teen parents, early intervention for young children at risk, unemployed youth, policy options related to compensatory education, and drug and alcohol abuse survey results. These presentations were given by

regional and national experts in each of these fields; sessions were chaired by regional leaders with demonstrated commitment to young people at risk. The showcase presentations were repeated once, allowing participants the opportunity to hear two of the eight presentations.

The afternoon of the first day was devoted to a panel presentation on state policy options related to young people at risk. Oregon, Washington, and national policies to serve youth at risk were presented by panel members and reacted to by representatives from private industry, the school district, and the professional association. Following the panel, participants were given the opportunity to ask questions of the panel members in small group settings.

An optional dinner event was held the first evening of the conference. Beverly Curtis, school dropout and long-time resident of the streets, and recently honored as an outstanding citizen and national advocate for the homeless, was guest speaker.

The second day of the conference opened with a keynote address focusing on exemplary interagency approaches, followed by a panel which further defined aspects of effective interagency collaboration from four diverse perspectives. The luncheon that day featured a guest speaker who presented one state government's approach to meeting the needs of youth at risk. Presentations on programs, practices, and policies from around the region identified as exemplary were spotlighted during the afternoon of the second day. These 21 presentations were offered in two time blocks, allowing participants the opportunity to attend two of these sessions. A short summary and discussion of next steps concluded the conference.

Ideas and information on these and related topics were plentiful and widely shared during the conference. Just as important, participants had the opportunity to begin or extend network building for continued sharing and support.

Following is a summary of each conference presentation.

KEYNOTE AND SHOWCASE PRESENTATIONS WEDNESDAY MORNING

Keynote Address: "Youth at Risk: A National Concern"

Frank Newman, President, Education Commission of the States, Denver, Colorado

Newman opened the conference by reminding the audience that education is currently undergoing mass reform. Education is not a centralized function, Newman stated; local districts need creativity and flexibility to design their own agendas for meeting the needs of young people at risk in their own schools. This reform movement has been occurring since 1977, Newman explained, but it has only really been felt in the last four to five years. Newman pointed out some characteristics of the present-day reform movement: (1) reform is state-led, not federally led; (2) states are taking the leadership role, not local districts; (3) the movement is driven by

political and business leaders, not educators; and (4) the standard of the movement is excellence, not participation, meaning a value shift is occurring. Newman went on to state that in all the educational reform taking place, we have failed to address the needs of students. There is a new phenomenon occurring, he said: "students are being 'disconnected' from the functions of society, not just from economic productivity but from their roles as citizens in a democracy." ECS has estimated that 10 percent of all youth in this country are "disconnected"--a number Newman feels is horrendous. He cited the critical factors that lead to disconnection: family structure, financial resources, and education as a value. The demographics point to shrinking support for schools: there is a decline in the birth rate among professional couples as well as an increase in an aging population out of childbearing years. This equals an obvious reduction in public support for schools, Newman said. He emphasized that schools must be a factor in reducing disconnection: "It is critical that students be given hope, time to change, and personal attention, the latter most of all. Students must believe in themselves as capable human beings. This is the time for a quiet but very important revolution," Newman added. "Schools should not be implementing new programs, but rather, become instrumental in incorporating multiple agency programs into the school environment, for that's where the kids are found." Newman gave an example of this by referring to the military which currently rejects 600,000 out of 1.8 million young people applying for service. These huge numbers of youth are found to have inadequate skills for high technology military service. The military is no longer interested in providing the skills these young people sorely lack. The question is, Newman asked, who will "person" our military and our democracy? Newman felt there is time to turn the plight of our country around in the next five to ten critical years. The United States is unique, Newman stated, and we have always faced and solved our problems. "The time is now," he admonished, "to do something about young people at risk."

"Potential Dropouts"

Edward J. Meade, Jr., Chief Program Officer, the Ford Foundation, New York City

Chair: Hal Reasby, Superintendent of Public Schools, Edmonds, Washington

"We all have a stake in the dropout problem," Meade announced. "In 1950, there were 17 workers behind every person with a pension. By 1992, there will only be 3 workers behind each person with a pension." Meade challenged the audience with the following question: "What if our country is not productive enough to support us in our retirement years?" "The bottom line," Meade warned, "is that we are all in this together." Meade discussed his role as adviser to the Navy in education and training. Most low-level tasks, he said, are now computerized, and the tasks left are those demanding higher order thinking skills such as operating life support systems, programming sophisticated computers, and so on. Meade stressed that the

potential consequences of inefficiency are greater than ever. "We are 'dummying down,'" he warned, "when we need to smarten up." For example, 'dummying down' means putting pictures on cash registers at the fast food restaurants. Meade noted that althouqh it costs $3000-4000 per year to keep a young person in school, it costs $20,000-30,000 per year to keep that same youth in a detention setting. Therefore, Meade said, "society is at risk while youth are at risk." Meade noted we have no choice but to act because: (1) we have the moral responsibility to do so; (2) we have the power to make a difference; and (3) it's in our own self-interest.

Meade presented what he called the "facts" of at-risk youth:

- Factors that lead to dropping out have multiple sources, personal as well as school-related. Therefore, we must go to the source of the problem to the greatest extent we can.

- Remedies for dealing with the causes of dropping out are available and are found in the schools, and other community agencies.

- These remedies require community commitment, beyond the school. This means true collaboration is needed. (A recent study of 277 dropout prevention programs found that only 12 had affiliations outside the school.)

- The family/home environment makes a difference when it is supportive. Moreover, when the home is educationally supported, school success is greater and that factor could be more important than intervention. We must be careful not to undermine or substitute for supportive families, thereby weakening them.

- We need to get started before problems become too acute--early prevention is critical and we must pay greater attention to the middle grades where the learning environment is less tight and the problem is less severe (courses and curriculum dominate at the high school level).

- Youth at risk need more systematic and sustaining academic attention. "Down time" such as the summer months should be used to continue academic programs; for example, the STEP program, which uses continuous individualized academic attention.

- We need to find "non-school" options for those who have dropped out of school and don't want to go back.

- The dropout culture is powerful and permeates the spirit of those who may be on the verge of dropping out. We need to relieve the dropout-prone syndrome. For example, Middle College High School at La Guardia Community College in New York City doesn't promote a culture of failure--it puts young people in a community

college environment with paying adults. This positive peer culture rubs off on others.

Meade said that only with "will" can we apply these facts to eliminate the number of young people at risk. "It is the collective 'will', the enforced 'will', with communitywide leadership," he concluded, "that will help us understand the issues and create change."

Meade concluded his session by stating that the Ford Foundation is initiating a program in 21 cities to bring about community collaboration to address the needs of youth at risk. To do this, however, Meade noted that the rules will need to be changed and the leadership of the communities engaged.

"Youth Offenders"

Eugene Bayard Edgar, Professor of Education, Child Development and Mental Retardation Center, Experimental Education Unit, University of Washington

Chair: Meredith Wood Smith, Administrator, Clackamas County Juvenile Services Commission, Oregon

"A percentage of kids in jail may also need special education," Eugene Edgar stated as he opened his presentation. "However," he continued, "the definitions of disabled kids are messy." For example, in Washington, a young person is not eligible for special education if that individual has first been adjudicated. Yet if that same person had been in a special education program before committing the crime, then he or she could continue to receive the benefits of special education. Edgar described the major focus of his project as seeking to determine the answer to the question: "How do you best move all adjudicated kids from the institutional setting back into the community, the schools, and other community programs? Edgar's response is to make a plan: When youth receive high school degrees in jail or after they leave, their recidivism rate is much lower. In making a plan, interagency collaboration issues must be addressed. To find models, Edgar's team looked at the transition of young children in Head Start programs into public schools as well as students in developmental disability programs into public schools. Agencies that need to be considered in planning for smooth transitions of youth from detention centers into public schools must include the county court system, the parole system, and the public schools. Edgar emphasized that case workers and school workers must get together in designing plans for the transition of youth. One key strategy, Edgar explained, is Dick Elmore's "Backward Mapping." Policy often seems to be made from the top down, or as Edgar phrased it, "the bosses get together." If this pattern is traced, one can see that it takes several years to implement a specific policy. It is more effective to work from the bottom up. We must begin, according to Elmore, to talk to the people at the service level, "where the service meets the clients." In

his work, Elmore emphasized that "if you really want to know what is going on, go to the people who are experiencing the problems." Edgar agrees with this, saying that part of the approach is "key informant interviewing." This involves interviewing such people as parole counselors and public school admissions personnel. Edgar stressed that it is imperative to get people to think about the problem. Individuals at the service level should be asked, "What are the problems and what do you suggest as solutions?" Using this method, Edgar said, can "provide a view of the elephant from 18 perspectives." Edgar discussed the Juvenile Corrections Interagency Transition Model, a book written by Edgar, Sharon Webb, and Mary Maddox. The book contains "recipes" for facilitating smooth transitions. The transition recipes in the book have all been field-tested; three-fourths of the recipes initially tested didn't work. Only the one-fourth that proved effective as transition strategies are included. Edgar noted that in his work, the agency which begins with the client is referred to as the "sending agency" while the agency to receive the client is referred to as the "receiving agency." The handoff of the client from one agency to another is the "transition." Edgar presented the basic problems in transition. These include:

- Awareness--there is a serious lack of awareness among agencies about what is going on. Finger-pointing among agencies often results.

- Eligibility criteria--the sending agency must know the eligibility criteria of the programs to which they want the youth sent.

- Exchange of information--transition cannot occur without a free flow of information among all agencies concerned.

- Preplanning--youth often leave one agency and are sent to another without the staff of the two agencies talking to one another. The results are disastrous for placement.

- Feedback--this is one way the receivers can influence the senders. Senders never know what happens to the youth unless the youth return to the sending agency.

- Family--a parent or relative is needed as an advocate. Unfortunately, parents are seldom invited to participate.

Edgar concluded his presentation by explaining that the crucial element in all transitions and in all interagency collaboration is that someone has to care about doing it--in other words, someone has to view collaboration as effective and state up front, "I'm going to do it."

For a copy of the Juvenile Corrections Interagency Transition Model, Edgar invited participants to contact: Networking and Evaluation Teams, Experimental Education Unit, Child Development and Retardation Center, College of Education, University of Washington, Seattle, Washington 98195.

"Drug and Alcohol Abusers"

Michael A. Buscemi, Chairman, National Coalition for the Prevention of Drug and Alcohol Abuse, and Senior Vice President, the Quest National Center, Columbus, Ohio

Chair: Gregory Lee, Director of Employee Assistance Services, St. Vincent's Hospital, Portland, Oregon

Buscemi stated up front that he has a very personal interest in the work of the Quest Center--he has four teenagers at home! Quest is now working in countries all over the world, Buscemi noted, for the purpose of preventing drug and alcohol abuse among young people. Buscemi sees the resolution to the problem in a holistic way: there is a critical need for collaboration among all of society's institutions. "No matter how effective school-based programs, agency-based programs, or corporate-based programs are" Buscemi said, "they won't have enough impact unless they collaborate with each other." Most of Buscemi's work has been with schools, and he is disappointed to find that most schools know very little about available community services. He indicated that one of the barriers to collaboration has been the need to clearly define the schools' role in prevention and intervention. In the past, Buscemi explained, once schools are involved, people tend to blame the schools for the problems, which in turn, makes schools reluctant to become involved in the first place. "We have come a long way recently" Buscemi stated, "because educators and administrators are more willing to say they are a part of the problem." "We need to build on this shared sense of responsibility" Buscemi added.

Buscemi interjected a note of caution, however, regarding effective interagency collaboration. Agencies working together must not expect the same degree of immediacy, of immediate action or results, as they would when working individually. "They need to set up systematic steps" Buscemi said, "and do things little by little, but do those things well."

Buscemi considers the issue of drug and alcohol abuse to be extremely serious--an issue that can unravel the fabric of society if it isn't addressed and resolved. He cited estimates that 500,000 teenagers are alcoholics, and another 500,000 fall into that category but haven't admitted it yet. Buscemi cautioned that we must be careful about labeling kids: "at risk" simply means having a harder climb ahead as we are all at risk.

Buscemi is concerned about our preoccupation with "pamphlet prevention," noting that it simply doesn't work. He said we need to consider the "tool box" we're going to give young people to feel better about the decisions they make and to help them set goals: "So few young people plan beyond next week and lack responsibility for anyone else--or even for themselves--that telling them about the dramatic impact drugs will have on their lives won't work because they haven't had any experience planning for the future."

Buscemi highly recommends Horatio Alger's Children by Richard Blum as it looks at healthy adults and

tries to determine what went right in their lives. Healthy adults all seem to share the following characteristics:

- Communication with adults, siblings, and others in their lives.
- Stability, that is, the nearness of grandparents and other important family figures.
- Good male/female role models.
- Ample family time spent together, even if in front of the T.V. (the average family spends less than 15 minutes of time together per day).
- Association with religion.
- A family view of substance abuse as a human problem, not a legal one.
- Regularity, consistency in their lives.

Buscemi concluded by emphasizing that the community, the home, the school, and the students themselves need to work together to develop a comprehensive plan for the prevention of drug and alcohol abuse.

"Teen Parents"

Joy Dryfoos, task force member, "Risking the Future," National Science Foundation, and independent researcher in adolescent pregnancy with grants from the Rockefeller Foundation and the Carnegie Corporation, New York

Chair: John Pendergrass, Youth Coordinating Council, Oregon Department of Education

"It is only very recently," Dryfoos declared, "that the issue of teen parents has been addressed at conferences such as these." However, Dryfoos explained, her presentation would focus primarily on the prevention of teen pregnancy, rather than on teen parents per se. She gave some startling statistics as an opener:

- 11.6 million teenagers today between the ages of 13 and 19 have had sexual intercourse; of the 5 million females in this group, seven of every ten are sexually active by the age of 20; of the 6.5 million males in the group, eight of every ten are sexually active by the age of 20.
- The average age for a young woman to have intercourse for the first time is 16.2 years; for a young man, 15.7 years.
- Sexual activity increased among teens in the 1970s but began to decline in the early 1980s.
- Forty-nine percent of teen females aged 15-19 who engage in sexual intercourse use some method of birth control the first time.

- Only one in seven teen females attending a family planning clinic does so before initiating sexual intercourse, and most delay their visits to a clinic for an average of 11.5 months after their first time having intercourse.

- Of unmarried sexually active females, aged 15-19:
  -- 27 percent had never used any method of birth control,
  -- 39 percent had used a method, but not every time,
  -- 34 percent had used a method consistently.

- Of those teen females aged 15-19 who use contraception:
  -- 62 percent use the pill,
  -- 22 percent use the condom,
  -- 14 percent use barrier methods, foams, suppositories, periodic abstinence, or withdrawal.

- Four of every ten females become pregnant before they turn twenty years old. More than one in ten teenage females get pregnant each year.

- Teens aged 15-19 experienced 1,022,370 pregnancies in 1983, a rate of 108.1 pregnancies per 1,000 girls, while girls aged 14 or younger experienced 29,000 pregnancies, a rate of 16.2 pregnancies per 1,000 girls.

- Teenagers had 499,038 births, 411,390 abortions, and an estimated 140,950 miscarriages in 1983.

- Those teenagers who have intercourse before they are 16 years old are nearly two times more likely to get pregnant in the first six months than those who wait until 18 or 19 to begin sexual activity.

- One-fifth of all premarital teen pregnancies occur within the first month after commencing sexual intercourse; one-half in the first six months.

Dryfoos said the major determinants of teen mothers are low academic achievement and poverty. When these factors occur together, the risk of becoming a pregnant teen is very high, she warned. Other high risk factors include peer pressure and lack of parental support.

Dryfoos emphasized that the role of the schools in pregnancy prevention is critical and should include:

1) "Triage"--a case manager referral system whereby individual students are assisted by someone other than a counselor or teacher to contact outside agencies;

2) A pregnancy prevention package that includes multiple strategies;

3) Community-based health clinics in the schools; and

4) A variety of programs (health, environment, sports, etc.) set up by outside agencies in the schools.

"Early Intervention for Young Children at Risk"

Jule M. Sugarman, Secretary, Department of Social and Health Services, Washington State, and former Associate Chief, U.S. Children's Bureau, and Director, Office of Child Development, HEW

Chair: Edward S. Singler, Regional Administrator, Office of Human Development Services, Seattle, Washington

"Today's atmosphere may be more conducive to thinking about children and children's needs than in recent years," noted Sugarman. "We know several things about early childhood," he continued:

- We know it's possible in the first five years of life to get an idea of which kids will later have problems (health, emotional, intellectual).

- We know that although early identification is possible, it rarely happens. There are a few programs to identify these kids, but it is not by any means a universal application and not widely available. In this regard, Sugarman suspects we will soon have an organized system of early identification.

- Child care has emerged as an enormous need in every community: "it's almost everybody's problem." People want to know how to get decent, trustworthy child care for their kids: "it's a particularly important problem for the welfare population if you want to develop economic independence programs," Sugarman asserted.

- Becoming serious about child development means also becoming serious about parent development.

- In our society, we have quite a difference in family structures. Some reconstruction of the family will emerge.

  Sugarman recommends the book Woman of the Future which suggests that the family of the future will be groupings of friends and neighbors who will gather together to raise kids. "To some degree," Sugarman added, "this exists today."

- "We have to find a lot of money to make an impact on early childhood--and this within an environment adverse to additional taxing," he noted. He also suggested a few years ago, in jest, that we should abolish the 12th grade and put that money into early childhood programs. But in seriousness, he said, "we need to look at health and social systems." Medical inflation has been double the Consumer Price Index. We have to find ways to make it less expensive. On the social service side, Sugarman noted, we have to make programs such as welfare more economical: "The growth in the welfare case load must be turned around or it will make further cuts into money for early childhood."

- Children are different from one another. The needs of children and families are very different--yet we keep designing programs that are the same for each child. We need a variety of programs and approaches, particularly at these age levels. We need more individual prescription, diagnosis, and activity tailored to the individual family's needs. "Unfortunately," Sugarman commented, "it's so easy to explain it when it's the same service everywhere." "But providing the same service for different needs," he said, "just doesn't make sense."

- Many good programs suffer from financial instability.

- "While business has a profound interest and has made a limited investment, it is very unlikely that business will underwrite child care," Sugarman asserted. "Business will not subsidize child care," he continued. "The notion of a day care center at every workplace is, I think, not viable."

To create a program that does not reduce the at-risk nature of children, Sugarman made the following points:

- It must involve the major departments at the state and local levels, including the educational system, state superintendent, and local boards; physical and mental health agencies; and social service agencies. These areas are not as discrete as they once were, Sugarman explained. However, they all must be considered in order to deal with kids in a holistic way.

- The real action is at the local government level for education, health, and social agency decisions. We must look for ways to engage local people to develop a plan that makes sense for their local jurisdictions. For example, Seattle's programs should be different from Spokane's.

- As we individualize programs, we must maintain <u>quality</u> across all programs--no matter how different they are.

- Early childhood programs must include a continuity component for parents as well as for kids. In too many cases, Sugarman noted, "parents aren't welcome in the process."

- We must think about the utility of older youth working with younger children such as junior high students working with preschool children. "There's a potential there that is two-way," Sugarman commented. "While the skills of the younger child are being built, the older child benefits from increased self-esteem and the development of parenting skills."

- "Which institution will accomplish all this?" Sugarman asked. Public schools seem logical, but

some fear they are already overloaded: "Don't ask teachers to do anything else, some say, as their plates are already too full." Sugarman admits he is not sure of the answer. He believes it's a factor of the educational leadership in the community, not of the institution itself. "But if not schools, then who?" Sugarman asked. He thinks existing Head Start Centers could possibly be used for a range of services. What we may need to do, he said, is create an early childhood authority in a community. Head Start has a 4-C program: Community Coordinated Child Care. Sugarman noted that this approach has been successful in such communities as Orlando, Florida.

In conclusion, Sugarman admonished the audience that, "unless the major delivery systems get together and focus and blend their efforts, we're headed for serious trouble down the way. There is indeed a major part of our population that is seriously at risk."

"Unemployed Youth"

Lynn A. Curtis, President, the Eisenhower Foundation, Washington, D.C.

Chair: Rueben Flores, Vice President, National Alliance of Business, Pacific Northwest Region

Curtis began his presentation with a videotape of the programs funded by the Eisenhower Foundation that are found in inner city communities and which have employment as a central component. Titled "The Unfinished Agenda," the videotape spotlights the programs supported by the Foundation that have as a basic focus the reduction of violent crimes. The Foundation, Curtis explained, is an outgrowth of President Eisenhower's Violence Commission, established in 1968 and headed at that time by Milton Eisenhower.

The programs presented in the video included the following:

1) Argus Learning for Living Center, South Bronx;

2) Center for Orientation and Services (El Centro), Ponce, Puerto Rico--the video noted that this program is the best example of community regeneration, giving local citizens respect and dignity;

3) Community Boards Program, San Francisco, and in other communities--these programs address violent problems in the neighborhoods where they occur and includes training and the use of peer "conflict managers" in the 3rd and 4th grades;

4) House of Umoja, Philadelphia--strengthening self-concept via a connection with Black Heritage in Africa is the central concept of this program;

5) Around the Corner to the World, Washington, D.C.--the focus here is on environmental impact, crime prevention, and local empowerment (with money from the Ford Foundation and other sources). The components of this program

include a housing weatherization business which offers employment for youth, an extended family center which conducts self-help meetings and teen leaders meetings as well as a teen parent self-sufficiency center (funded by federal and foundation monies).

Curtis commented on the work of the Vera Institute in New York regarding youth employment. "You can't have programs that stick kids in the secondary labor market," Curtis said. "They need the opportunity for upward mobility." Curtis listed what he believes are the critical elements in dealing with the issue of youth employment:

- Employment networks are critical for linking high-risk youth to jobs. Poor white youth have more networks than black youth.
- Family resources are very important.
- There is a need for simulated extended family situations.
- Peer support is a very positive factor.
- Education is, of course, a major factor, but often minority schools are poorly organized and disciplined. Therefore, community-based programs such as the Argus Center or House of Umoja are necessary. These neighborhood organizations provide extended family support, motivation, nurturing, and discipline.

The Eisenhower Foundation is focusing on finding ways to facilitate community leaders in creating their own solutions. Curtis called this the "bubble-up" rather than the "trickle-down" process. The goal of the Foundation is true economic and civic empowerment of inner city minority youth. The formula is remedial education, employment training, and placement in extended family supportive situations. However, Curtis feels that only through federal leadership and resources can we truly make a dent in the problem.

He estimates it would cost $13 billion per year to reach everyone who needs remedial training programs to receive such training. Currently, we spend only $3 billion for such programs, while we spend $20 billion on welfare. But Curtis also noted that the private sector can do a better and more effective job of implementing the concept than the federal government can. He cited such examples as Public/Private Ventures, the Enterprise Foundation, and Manpower Research Foundation. Some federal programs, such as Jobs Corps, have been successful, however, and should be continued. Curtis related that for every $1 the program spent, $1.45 was reaped in benefits, including participants' increased ability to pay taxes, a decrease in crime rates, and so on.

For more information, Curtis urged participants to write the Eisenhower Foundation at 1725 I St., Washington, D.C. 20006.

"Policy Options Related to Compensatory Education"

Alfred Rasp, Jr., Director, Testing, Evaluation, and Accreditation, Office of the State Superintendent of Public Instruction, Washington, and Mona Bailey, Deputy Superintendent, Seattle Public Schools, Washington

Chair: Ethel Simon-McWilliams, Associate Executive Director, Northwest Regional Educational Laboratory

Bailey began with a brief history of compensatory education including programs for the educationally disadvantaged, migrants, bilingual and handicapped students. She stressed that increasing numbers of youth are at risk. "This means," she said, "it is imperative that we carefully examine our policies, programs and resources." In Seattle, out of 44,000 students, 21,000 are in need of special help, yet Seattle only directly serves 6,500 students. Bailey said there is an enormous gap in services. "What we need to look at," she emphasized, "is change." "The classroom works for 70 percent of the students," she continued, "but 30 percent of them have needs that are not being met."

Bailey listed what she feels are priorities in compensatory education:

- Policy makers must give local schools the flexibility to design their own programs.
- Educators must change their delivery of services to serve youth at risk more effectively. In the classroom, we need to decrease labeling and pull-out programs.
- We will always need some specialized programs. We need to pay greater attention to coordination and planning, as well as to mainstreaming more youth.
- We need to closely examine assessment policies and procedures. We tend to over-identify those needing special help and then label those students. Incentives to label are a result of categorical funding.

Rasp presented results of a Washington SPI study of students with special needs in terms of categorical programs. Rasp felt the study was a good statistical sample. It showed that almost 95 percent of teachers gave no special help in the classroom to children identified as needing compensatory education. Pull-out programs for these youth were found to be the most popular. Reasons given: (1) classes are too large (average class size: 25-30); (2) too many behavior problems in the classroom; and (3) too many kids with special needs. The study found that most teachers choose pull-out programs as the preferred method of service to at risk youth, even though they noted two major drawbacks: (1) compensatory education students miss too much regular classroom instruction; and (2) the pull-out curriculum does not match what's happening in the classroom. The study found that the ideal would be: (1) smaller class sizes; (2) consultant help from

special education teachers; and (3) services delivered to students in the regular classroom setting.

Rasp noted that major conclusions of the study include the following (made in the form of recommendations to the state legislature):

- Many more students need help than are receiving it.
- Students with minor handicaps are able to self-identify. This indicates that perhaps there is a need for less formal diagnostic assessment and more curriculum-based assessment.
- Remedial programs should be spread from K-12 rather than from the current 3-9 emphasis, to broaden the range of services.
- For legislative purposes, "Remedial Assistance" should be changed to "Learning Assistance."
- Rules that reduce local flexibility should be eliminated.
- Financial resources need to be doubled.
- Pilot projects should be instituted that eliminate current restrictive rules and that rely on long-term funding.
- The State Board of Education should change teacher training standards so that all teachers can deal with mild remediation problems in the regular classroom setting.

"Drug and Alcohol Abuse Survey Results"

Jeffrey N. Kushner, Assistant Director, Oregon Department of Human Resources for Alcohol and Drug Abuse Programs

Chair: Kenneth Hansen, Senior Policy Analyst, NWREL

Kushner presented major findings of a study conducted for the Office of Alcohol and Drug Programs, Oregon Department of Human Resources. The study, Drug Use Among Oregon Public School Students is a report on the prevalence and patterns of drug use among eighth and eleventh grade public school students in Oregon for the year 1985. The purpose of the study was to analyze the extent of drug involvement at early use ages (the eighth grade) and at later use ages (the eleventh grade) to provide guidance for policy in the continuing development of programs of prevention, intervention, and treatment. Kushner noted that the study looks specifically at eleventh and eighth graders in a carefully chosen sample representative of public school students throughout Oregon. Data were collected during the early part of the 1985-86 school year. Kushner also informed the audience that this was the first study in Oregon which is truly representative of drug use by Oregon public school students throughout the state. Some of the major findings as discussed by Kushner included the following:

- Compared with high school seniors nationally, Oregon eleventh graders use illicit drugs more frequently and begin

heavier use at an earlier age. Illicit drug use by eighth graders is also high. Moreover, the patterns of illicit drug use change substantially between the eighth and eleventh grade; for example, marijuana use increased markedly from the eighth to the eleventh grade.

- Among all eighth graders, marijuana and inhalants are the highest reported illicit drugs in lifetime use. Cocaine, amphetamines, nonprescription diet and pep pills are the drugs next highest in lifetime use. Marijuana remains the most commonly used illicit drug monthly.

- Among all eleventh graders, marijuana is the illicit drug with highest reported lifetime use. It also remains the illicit drug most frequently used monthly.

- Among the licit drugs, alcohol is the drug most frequently used by both eighth and eleventh graders. Compared to all drugs, alcohol is the most commonly used. Except for heavy drinking (more than five drinks on one occasion) females and males have the same incidence of use of alcohol. Males are heavier drinkers and more likely to consume more on each occasion.

- The difference between Oregon juniors and the national average of seniors is slight. Lifetime use of alcohol is no different for the two groups but seniors nationally use slightly more than Oregon eleventh grade students annually and monthly. These slight differences probably disappear once the onset of first use in senior year is taken into account.

- Daily use of alcohol is slightly lower for Oregon eleventh graders than for twelfth graders nationally. However, daily use of marijuana among Oregon eleventh graders is higher than that for alcohol. This is not true for seniors nationally where daily alcohol and marijuana use are the same.

- Cigarettes are also frequently used. One-half of the eighth graders report lifetime use as do two-thirds of the eleventh graders. Females use cigarettes more than males monthly among eighth graders and daily and also among eleventh graders. This is the same pattern of more predominant use by females found among high school seniors nationally.

- More than 90 percent of both eighth and eleventh graders indicate they probably or definitely will not be using illicit drugs within five years, with the exception of marijuana.

- One-half of the eighth graders indicate they probably or definitely will not use alcohol within five

years; this figure drops to only three of ten eleventh graders.

- Cigarettes are also looked at negatively in that 88 percent of both groups indicate they will probably or definitely not be smoking in five years.

- The biggest differences appear in those students who say they definitely will not be using marijuana, cocaine, and alcohol. Basically, there is greater acceptance of alcohol, marijuana, and cocaine by older students.

- Reasons for use were given as experimentation, personal gratification, social relationships, and good taste (alcohol).

- Both groups consistently overestimated the use of drugs by their friends, except for alcohol which was relatively accurately estimated for annual use, and inhalants which were estimated quite accurately.

- Because peer pressure and enjoyment with friends are important in these age groups, the perception that use is higher than actually reported is a cause for concern.

- Alcohol is clearly used more frequently as a social drug; marijuana is a less hidden drug for eleventh graders than for eighth graders; cocaine is used more frequently when alone by eighth graders compared to eleventh graders; amphetamines are much more likely to be used with other people by eleventh graders--in general, older students are much freer in their use of these in all situations.

- The most common combinations of drugs are marijuana with alcohol; cocaine with alcohol; and cocaine with marijuana.

KEYNOTE AND PANEL PRESENTATION
WEDNESDAY AFTERNOON

Keynote Address: "Serving Youth at Risk through Comprehensive State Policies"

Frank B. Brouillet, State Superintendent of Public Instruction, Washington

Introduction: Mona Bailey, Deputy Superintendent, Seattle Public Schools, Washington

"Assigning definitions to 'at risk' is of questionable value," Brouillet observed, "but necessary in order to obtain funding." However, there are some common characteristics of at-risk youth, Brouillet noted, including 25 percent below the poverty line, and 25 percent from single parent families. Brouillet commented on the importance of <u>understanding</u> the problem. In Washington, the Business Roundtable has lent credibility to the problem because it is a group of interested individuals from the community other than educators. Brouillet said it is also important to understand the <u>background</u> of the problem. For example, the impact of the baby boom of the 1940s occurred

during a time of prosperity and when most families were headed by two parents, of which the male was the primary wage earner. There is a definite shift in values today as a very large number of families are headed by a single working parent, or both parents work outside the home. The problems today that attribute to the growing numbers of at-risk youth include poverty, a dependency on the system, and single parent families. All these factors have serious implications for classrooms, Brouillet noted. We need to: (1) re-examine the status quo, especially in terms of the value or merit of pull-out programs; (2) reduce the number of students per classroom; (3) mainstream compensatory education students; and (4) eliminate labels. Brouillet also listed the social implications surrounding at risk youth. In this regard, he said, we need: (1) early intervention in terms of child care standards and increased resources; (2) concern for the whole child from a collaborative perspective; (3) a break in the poverty cycle, meaning we need to work more with parents; (4) an understanding of the root causes of poverty. "In the final analysis," Brouillet stated, "schools can't do it alone--meeting the needs of youth at risk demands collaboration!"

Panel Presentation:

Verne A. Duncan, State Superintendent of Public Instruction, Oregon; Frank B. Brouillet, standing in for the Honorable Brian Ebersole, State Representative and Chair, House Education Committee, Washington; and Sandra Jibrell, Center for Policy Research, National Governors' Association, Washington, D.C.

Chair: Mona Bailey, Deputy Superintendent, Seattle Public Schools, Washington

Verne Duncan:

Duncan opened the panel by asserting that educators are doing the best job ever. He emphasized the following points regarding state policies in Oregon:

- The primary roles of the State Board of Education are to govern, lead, set directions, observe needs, and make things happen in local districts.
- There are new players in the state including the legislature, the governor, and the business community. These individuals and groups are more involved in, and more committed to, education than ever before and feel a sense of mutual dependency.
- State policy can drive the change process.
- Education and human resources have previously been on a collision course--now these groups are working together.
- One new state direction is to move out of traditional roles and explore innovative strategies for solving problems.

Sandra Jibrell:

"The 16- to 21-year olds," Jibrell began, "present a five-year dilemma: they are moving into

adulthood, and need job skills and sophistication." The demographics are scary, Jibrell noted: every day in this country, 40 teenage girls give birth to their third child; 80 percent of these are school dropouts. A growing number of dropouts also have drug-related problems. Jibrell warned that there is a basic skills crisis and along with this inability to read, write, think, and compute, comes the higher likelihood of becoming parents, dropping out of school, and engaging in criminal behavior. The plan of the National Governors' Association, "Bringing Down the Barriers" includes the following strategies:

- Reduce incidence and consequences of teen pregnancy.
- Increase the number of those who complete high school.
- Reduce drug and alcohol abuse.
- Increase literacy in the adult population.

According to Jibrell, public policy development must include the following:

1) Parenting skills training;
2) Client-centered service delivery;
3) Interagency coordination;
4) Private sector support;
5) One-on-one counseling (this has been shown to be an effective approach; disconnected youth can get reconnected through individual attention); and
6) Combination of long- and short-term planning.

Jibrell said the major causes of dropping out include:

1) Chronic low achievement;
2) Personal family crisis;
3) Teen pregnancy;
4) Need to work to support family; and
5) Dislike of school--boredom; apathy.

Also listed and discussed by Jibrell were the steps to dropout prevention:

- Dropout prevention must become a 50-state priority with a corresponding budget.
- There needs to be uniform reporting standards.
- Each school needs to have a dropout prevention team; dropping out must be made more difficult for youth.
- The school year should be extended.
- The business sector should be <u>actively</u> engaged; real, not token, involvement should be the goal.
- There should be legal mandates such as "Childrens' Impact Statements" (like environmental impact statements) on all new legislation.

Frank Brouillet:

To present Washington's approach to addressing the issue of youth at risk, Brouillet discussed current policies in the state:

- $100 million is budgeted for schools including higher education.
- Head Start programs are presently budgeted at $5 million, but the hope is to double that amount.
- At the Executive level, there are three bills pending at this time: (1) school finance, (2) teacher education, and (3) student centered legislation. The student centered bill includes plans for:
  1) "Even Start"--targeted at teen parents to break the poverty cycle;
  2) Dropout prevention;
  3) Drug, alcohol, and child abuse prevention;
  4) Community support for schools (e.g., each government agency and private business would donate one executive to the schools for 20 hours); and
  5) Increasing volunteers in schools.

Reacting to the panel presentation were Martha Darling, Executive Director, Washington Roundtable; Homer Kearns, Superintendent of Public Schools, Salem, Oregon; and Robert L. Anderson, Executive Director, Montana School Boards Association.

Martha Darling (responding from the perspective of the business community), made the following points:

- We must take a comprehensive view and answer these questions: What do we want to achieve for young people (i.e., what are the outcomes we want)? Where are we now? What do we need to do?
- A comprehensive view means:
  1) Thinking of childen and young people in terms of a continuum, comprising all ages;
  2) Incorporating how people learn into the school structure (we do not do a good job of this now);
  3) Providing youth with individual attention;
  4) Providing opportunities for more adults to work with young people, not just certificated teachers;
  5) Using technology better to extend the reach of all teachers;
  6) Planning for comprehensive interagency cooperation; and
  7) Focusing on the school as the logical place for multiservice delivery as that's where youth are found.

- There is an overcentralization of services in terms of state mandates; this calls for appropriate decentralization of decision making to the lowest possible levels. The focus should be on school-based management.

- We should pay more attention to evaluation of outcomes; educators should determine criteria and then decide how those criteria should be evaluated.

- The perception of the business community is that there is a lot of money spent on education with little apparent value.

- The critical element above all else is leadership. Youth at risk is a complex issue and a real challenge to schools and society. The leadership needs to target a broader audience.

Homer Kearns (responding from the perspective of a local district), suggested that schools need to do three things:

1) Define their own needs;

2) Plan strategically; and

3) Develop a mission statement and a vision of what is to be accomplished.

Kearns also noted that in terms of youth at risk; schools must take the responsibility for many of the problems. Procedures such as testing, grading, placement, and transportation policies are all variables. Districts need to be turned inside out to see what can be changed and what can be accomplished. State policies are not that restrictive on schools, Kearns pointed out, as they are interpretable and designed to allow for maximum local flexibility.

To provide effective service to youth at risk, Kearns said local districts need the following:

1) Clear public statement regarding the mission of the school;

2) A strong statement of accountability;

3) Collaborative efforts with community agencies (a critical link);

4) A commitment to finding out what works with at-risk youth; and

5) Technical assistance from the state department of education.

Robert Anderson (responding from the professional association perspective), made four specific points in his response::

- Educators are currently in a second wave of reform and school boards and school districts now have joint responsibility for meeting the needs of young people at risk.

- We need a concept of community responsibility for raising young people.

- The demographics of school trustees (95 percent white, 85 percent college educated, 65 percent earning

over $30,000 per year) are not representative of the nation at large; this means the make-up of school trustees needs to change.

- Schools with more than 700 students are too large; students can remain too anonymous and not receive individual attention.

At the conclusion of the reaction panel, the floor was opened to questions from the audience. Among other questions to all panel members, the following question was directed to Martha Darling: "How should we restructure schools based on the experiences of the private sector?" Darling responded with the following suggestions for schools to consider:

- Size is a critical aspect and should be carefully considered when designing educational programs.

- An organization needs to remain flexible and open to change when indicated by unsatisfactory evaluation results.

- Schools should form united partnerships with business and view education of young people as a shared responsibility.

KEYNOTE ADDRESS AND PANEL PRESENTATION THURSDAY MORNING

Keynote Address: "Exemplary Interagency Approaches"

Matthew W. Prophet, Superintendent of Public Schools, Portland, Oregon

Introduction: Charles Rooks, Executive Director, the Fred Meyer Charitable Trust

"The reports on excellence in education," began Prophet, "have missed the point of equity." Prophet informed his audience that on May 14, 1986, Education Week ran an article by Dr. Harold Hodgkinson who reported that by the year 2010, California will be the first state to have a majority of minority population. "Our lives will depend on saving these minority kids," Prophet warned, then added: "they are our social security." Prophet described the Portland Leaders Roundtable as an ad hoc group of local decision makers who are currently examining the problems of youth unemployment. Important elements in their success, Prophet noted, are long-term planning and coordination of existing agencies. "The goal of the Roundtable," Prophet told his audience, "is to develop new levels of collaboration." The plan of this group is called "The Portland Investment" and its goals include: (1) coordinate summer youth employment; (2) increase job training in the schools; (3) focus on academic training for 14-year olds; and (4) identify barriers faced by the community to achieve goals. Prophet introduced a video "Youth Unemployment in Portland" that explained the work of the Roundtable. The video focused on public/private collaboration, and showed the Partnership Program at

Grant High School. The video noted that the program has had great success with job placement and academic skills gains. Key players in the Portland Leaders Roundtable are Prophet, J.E. "Bud" Clark, Mayor, City of Portland, Vern Ryles, Chairman, Portland Private Industry Council, and Roger Breezley, Chair, Business-Youth Exchange, Vice Chair and Chief Operating Officer, U.S. Bancorp.

Panel Presentation: "Effective Interagency Approaches to Meet the Needs of Youth at Risk"

Vern Ryles, Executive Committee Member, the Portland Leaders Roundtable, Chairman, Portland Private Industry Council, and President, Poppers Supply Company; Barbara Ross, Chair, Oregon Youth Coordinating Council, and Head of Oregon Governor Neil Goldschmidt's School Retention Initiative; James C. Wilder, Senior Associate, the Kettering Foundation, Washington D.C.; and Jeannette Hargroves, Community Research Associate, Federal Reserve Bank, Boston Massachusetts, and developer, the Boston Compact

Chair: Charles Rooks, Executive Director, the Fred Meyer Charitable Trust

Vern Ryles:

Reiterating Prophet's remarks regarding the Portland Leaders Roundtable, Ryles noted that it is a long-term plan which came about from a process of collaboration. Ryles emphasized that it is important to be specific about the purposes for collaboration and to remain issues oriented.

Ryles suggested that the reasons for the problems with youth today are complex and involve at least: increasing unemployment, increased peer pressure to drop out, youth crime, substance abuse, teen suicide, and teen pregnancy. Two primary causes for youth problems, according to Ryles, are poverty and lack of parental support. "These causes are not likely to change soon," Ryles warned, "and mean that agency collaboration is essential." Ryles feels that we need, in this country, systematic societal change. "We fund systems of war," he said, "but not of peace." "The focus needs to shift from remediation to prevention." At the Portland Leaders Roundtable, Ryles explained, the leadership rotates: "this is an important aspect of its success."

Barbara Ross:

"Governor Goldschmidt has mandated that agencies 'wage war' on the dropout problem," Ross began. She told the audience that the majority of at-risk youth can be helped, trained, and made employable, as demonstrated by the Youth Coordinating Council and other organizations. In Oregon, she explained, the heart of the effort is the "Student Retention Initiative" which requires the collaboration of local leaders, data collection, and action plans. During this biennium, she noted, $8 million has been allocated for youth at risk. Grants are available to communities. "Now is the right time to act," she stated, "due to the urgency of the problem, and the availability of good models."

James Wilder:

Wilder underscored Prophet's comments and stated emphatically that we cannot have excellence without equity. Wilder described the Kettering process for community involvement as the National Issues Forum which involves a series of nonpartisan, town hall-style meetings. "What is needed," he said, "is networking of existing agencies, not new ones. In 1986, more than 200 communities were involved in the Issues Forums."

Wilder explained that the Foundation has organized the "Youth at Risk Community Forums" to look at problems more holistically. In that regard, the Foundation has developed an issues workbook "What Do We Want for Our Youth?" to help communities develop strategies for dealing with youth at risk. The goal is to get communities to think independently, yet work cooperatively. The goal for communities is to arrive at a community-endorsed program, not a consensus (Wilder stressed that is almost never achieved). "You seldom get agreement," he noted, "but you can get informed participation."

Wilder informed the audience that effective communities:

- Educate their citizens about community issues.
- Have broad coalitions.
- Get involved early.
- Seek a different kind of information, i.e., "What do we think?" This can only be accomplished through dialogue which identifies issues, clarifies choices, prioritizes, and eliminates options.
- Develop a different way to understand public opinion and know the difference between opinions and judgements.

In conclusion, Wilder made the following point: "Formal power manages history, public power changes history."

Jeannette Hargroves:

Hargroves began by explaining why the Boston Compact was formed: in 1982, it was found that Boston had a dropout rate in excess of 44 percent. A business-school agreement was initiated whereby 300 firms promised priority hirings to youth. Currently, there are more than 600 businesses involved. The results of a follow-up survey showed of 3000 high school graduates, one-third needed help beyond high school (day care, financial aid, college funds, etc.). The study also indicated that the black/white jobless gap was narrowed significantly. However, from the school side, the results have been less encouraging: the dropout rate is climbing. In May, a conference was held to address the critical dropout problem and to encourage the school district to plan. There now exist agreements between the university and the school district; the business community and the university (endowment funds); and the trade unions and the school district.

Hargroves emphasized that it's necessary to have measurable goals

and that the program be systemwide and long-range (at least 10-15 years). "This is an experiment," she stressed, "you learn as you go."

SMALL GROUP SESSIONS: "SPOTLIGHT ON EXEMPLARY PROGRAMS, PRACTICES, AND POLICIES TO MEET THE NEEDS OF YOUTH AT RISK" THURSDAY AFTERNOON

Presentations on programs, practices, and policies from around the region identified as exemplary were spotlighted during the afternoon of the second day. These 21 presentations were offered in two time blocks, allowing participants the opportunity to attend two of these sessions. Short summaries of these presentations are given in the following:

KAROL GADWA, Coordinator, Student Outreach Specialist (SOS) and Contracted Learning for Individual Pacing (CLIP) Programs, Edmonds School District, Lynnwood, Washington

> In just 3 years the Edmonds School District has reduced its 20 percent dropout rate to less than 5 percent. The SOS and CLIP programs have played a significant role in the district's dropout retention.

DENNIS COLE, President, Portland Private Industry Council; **KATHY BOSTAGER**, Youth Employment Specialist, Portland Public Schools; **FRANK MCNAMARA**, Intergovernment Relations Manager, Portland Public Schools; and **TOM NELSON**, Executive Director, Business/Youth Exchange of the Portland Chamber of Commerce--members of the Portland Leaders Roundtable Planning Team

> The Portland Leaders Roundtable is an exemplary effort to engage leaders from all sectors of the community to counter the serious problem of rising youth unemployment by recognizing the causes of school dropout and planning and implementing systemic solutions. The day-to-day workings of "The Portland Investment," the action plan of the Roundtable, was described.

JAMES BROUGH, Program Director, Center for Development of Early Education, Kamehameha Schools/Bishop Estate, Honolulu, Hawaii

> Dr. Brough focused on three aspects of the at-risk condition in which Native Hawaiian American children find themselves today, including the development of multiagency collaboration to address their culturally-related educational needs.

ROBERT BARR, Dean, Oregon State University/Western Oregon State College School of Education, Corvallis, Oregon

> Dr. Barr spoke on school strategies for meeting the needs of young people at risk and related implications for teacher training.

PATT EARLEY, Director, Crisis Residential Center (CRC), Spokane, Washington

A regional residential center serving runaway and homeless youth in eastern Washington, the CRC is highly regarded for its effective, comprehensive approach to dealing with the many issues facing runaways.

JOYE KOHL, Project Director, Parents and Adolescents Can Talk, Montana State University, Bozeman, Montana

Parents and Adolescents Can Talk is a teenage pregnancy prevention project for 5th through 12th graders and their parents. The ultimate goal of this community-based interpersonal communications and sexuality program is to provide a structure through which parents, organizations, agencies and institutions within each community combine their efforts and resources to address the problems related to adolescent and preadolescent sexual behavior and attitudes. Peer facilitators train both youth and parents to be volunteers in the program.

TERESA JOHNSON, The REACH Program, Anchorage School District, Anchorage, Alaska

The REACH Program is an alternative educational opportunity for students who are suspended from school for drug or alcohol related violations of school district policy. Considered the best in the state, the REACH Program has short-term and long-term programs for students depending on the severity of the offense.

JEANNETTE HARGROVES, Community Research Associate, Federal Reserve Bank, Boston, and developer, Boston Compact

The Boston Compact is an agreement between the school system and the business community to foster collaboration, improve the educational preparation and employability of urban students, and provide opportunities for their employment.

MARIAN PRITCHETT, Pregnant Teens and Teen Parent Program, Booth Memorial School, Boise Idaho

This program won special recognition by the Gannett Foundation in 1985-86 and was selected as the only award winner in the field of teen pregnancy by Operation Rescue (the National Education Association's dropout prevention program) during the summer of 1986.

OFFICERS CATHY GARLAND and **KATHLEEN PRESSLER-HALL**, Youth Services Team, Work Out Program, Pocatello Police Department, Pocatello, Idaho

The Youth Services Team is a cooperative effort of local agencies and schools to coordinate and maximize services offered to youth and their families. Work Out is a juvenile diversion restitution

program which engages first-time, nonviolent youth offenders in community service projects. It is one of three exemplary programs nationwide chosen for recognition at the 1987 National Restitution Conference.

WILLIAM DEMMERT, Dean, School of Education and Liberal Arts, University of Alaska, Juneau, (now Commissioner of Education, state of Alaska), and **JOCELYN A. BUTLER**, School Improvement Program, Northwest Regional Educational Laboratory

This discussion focused on the findings from the effective schooling research which apply to strategies for assisting at-risk youth.

NANCY FAIRES CONKLIN, Literacy and Language Program, Northwest Regional Educational Laboratory; **VAUNE ALBANESE**, Executive Assistant, Friendly House, Inc.; **JERRY FEST**, Program Director, Yellow Brick Road of Portland; and **CORINNE MCWILLIAMS**, Program Manager, Runaway and Homeless Youth Services, Portland, Oregon

Many street youth who have dropped out of school need to improve their basic skills but are reluctant to enter educational programs. Recent research by NWREL suggests a strategy for re-engaging these hard-to-reach youth in the learning process.

STAN KOKI, Foundation Program Assessment and Improvement System, and **VIVIAN ING**, President, Hawaii Community Education Association, Honolulu, Hawaii

The Hawaii State Department of Education has focused on statewide interagency collaboration including active community involvement to address problems of youth at risk.

KURT SHOVLIN, Summer Training and Education Program (STEP), Portland Private Industry Council, Youth Employment Institute, and **EVELYN CHAPMAN**, STEP and Youth Services Manager, Division of Family and Youth Services, Seattle, Washington

A national dissemination program exemplifying collaboration among public and private sectors, STEP provides employment training for 14- to 15-year-olds. Programs in two major Northwest cities were described.

ALFREDO ARAGON, Director, Race Desegregation Assistance Center, Northwest Regional Educational Laboratory

Who is dropping out of school and why is the subject of a recently completed study of early school leavers in Juneau, Alaska.

CRAIG CHRISTIANSEN, Executive Director, Youthworks, Inc., Medford, Oregon

Efforts to introduce legislation to address the needs of the growing number of runaway youth in this region were described and placed in the context of national policies for homeless youth.

ADA FANCHER, Vocational Education Coordinator, and **JOANNE WILSON DEMOTT**, Positive Approach to Careers and Education (PACE), Corvallis School District, Corvallis, Oregon

Key business people act as mentors and provide incentives in this program which takes a comprehensive approach to the many needs of high school aged youth at risk, including subject mastery, employability training, counseling on substance abuse and problem solving.

ANDREA BAKER, Promising Practices for High-Risk Youth Project, Northwest Regional Educational Laboratory, Portland, Oregon

Special strategies and programs for dealing with the needs of marginal students in middle schools and high schools throughout the Northwest were highlighted.

ALCENA BOOZER, Director, Project Return, Portland Public Schools, Portland, Oregon

Project Return locates habitual truants, determines the causes of their truancy, and works with these young people to help them return to school. During the critical, but exciting first year, the Project Return staff worked with 488 students, 60 percent of whom continued in public school or were placed in an appropriate alternative educational program.

DENNIS DECK, Evaluation and Assessment, Northwest Regional Educational Laboratory

A student referral system for identifying high-risk students has been an important component of the Alcohol and Drug Program of Portland Public Schools for more than two years. This past year a microcomputer-managed student tracking system was developed which has proved very useful in decision-making on a variety of levels.

PAGE LOEB, Project Coordinator, Seattle Schools Dropout Prevention Project, North Seattle Youth Services, and **BI HOA CALDWELL**, Principal, Whitman Middle School, Seattle, Washington

One of seven national dropout prevention models funded through the Office of Human Development Services, U.S. Department of Health and Human Services, and Department of Labor, this project addresses the causes of the behavior of youth at high risk of leaving school. The project is a collaborative effort combining the resources of the Seattle Public Schools and four private nonprofit youth-serving agencies.

CONFERENCE SUMMARY

KENNETH HANSEN, Senior Policy Analyst, NWREL

"Summarizing all that has happened over the past two days is a presumptuous and impossible task!" Hansen began, noting that there had been more than 60 speakers, seven major topics, and numerous subtopics covered during the two day conference. "However," he added, "a perspective can be set forth." Hansen indicated that the conference had closely adhered to the "double-barreled" theme of public policy and interagency collaboration. Within that framework, he said, three strands were apparent:

1) The dimensions of the problem;

2) Collaboration at work; and

3) Promising programs.

Hansen also stated that the mood of the conference was positive, without being naive. In other words, Hansen found the participants had deep concern, incredible frustrations, but surprisingly little abject pessimism. There was a remarkable absence of blaming others or moaning about economic conditions or demographic realities, he told the audience. Rather, there was an intense examination by participants in terms of their own policies and practices to meet the needs of young people at risk. Participants came away with a feeling that problems cannot necessarily be solved, but they can be ameliorated; that is, positive attitudes and programs can make a big difference. Hansen saw as net results:

1) An expansion of viewpoints, including broader definitions of at-risk youth;

2) More inclusive age-ranges, including early childhood, young adult, and parents;

3) Broader program options including more alternatives such as health clinics, changes in school structure and operations, and front-line attack on basic skills;

4) More inclusive cluster of participants including both public and private sectors;

5) New appreciation of actors, including the governor, legislators, business and industry, and community agencies;

6) More involvement of various levels including the classroom, school, district, state, and federal; and

7) A move beyond cooperation to true collaboration, including an engagement to commitment.

Finally, Hansen emphasized that he saw a new understanding of policies that are needed to address the critical area of youth at risk, including:

1) Inflexible principles, or as Frank Newman put it in his opening keynote, "a centrality of values," that are fixed, and non-negotiable;

2) Pluralistic programs, and

3) Multiple approaches, strategies, and technologies.

"This," Hansen, concluded, "in a broad perspective, appears to be the road toward meeting the needs of youth at risk."

CONFERENCE EVALUATION

What were the strengths and weaknesses of the conference? What speakers and sessions were particularly helpful? And what do participants see as important next steps? These and other questions were asked on the evaluation form provided to participants in their conference packets.

Highlights from the full evaluation report provide a sense of participants' responses to conference activities as well as to preferred follow-up events.

The three conference speakers receiving the most enthusiastic participant response were Frank Newman, who gave the keynote address and put the topic of youth at risk into a national context; Matthew Prophet, who discussed the Portland Leaders Roundtable and its interagency collaboration approach to address the needs of youth at risk in the city of Portland; and Vern Ryles, who shared with participants his thoughts on effective business/school partnerships. Of the sessions, the Thursday morning panel on effective interagency collaboration received an overwhelming positive response from participants who ranked it the highest. This panel defined aspects of effective interagency collaboration from four diverse perspectives.

Respondents were asked to identify the major strengths of the conference. The most frequently cited responses included: (1) the opportunity for practitioner exchange and networking, and a chance to share with other agencies; (2) the excellent caliber and variety of speakers; (3) the redefinition of youth at risk--a broadening perspective; (4) the focus on interagency collaboration; (5) the wealth and diversity of topics; (6) the practical "hands-on" techniques and strategies to effect real change; (7) the exposure to national trends and policies; (8) the contacts with the private sector; (9) the broad representation of people from across the states; and (10) the overall organization and conduct of the conference.

Weaknesses cited included: (1) a concentration on the urban areas and urban solutions; (2) not enough information on programs for nontraditional school youth; (3) a too tight time schedule--too much to choose from and not enough time to interact with presenters; and (4) too much focus on the school setting. However, a large number of respondents noted there were no weaknesses to the conference.

Participants were also asked what topics or speakers they would like to see on the next agenda, should a second youth at risk conference be held. Responses included: (1) rural youth, JTPA youth issues; (2) sharing of exemplary programs on education, health, training employment, and programs to assist the entire family in combating the cycle of poverty;

(3) greater involvement of the business community; (4) juvenile delinquency, learning disabilities; (5) regional planning; (6) greater emphasis on early intervention; and (7) state-by-state reports of what works.

Review of the input received has been very instructive and will be applied to planning for any similar events in the future. We wish to thank all those who took the time to complete and submit the evaluation form.

AUDIOTAPE ORDER FORM

"Meeting the Needs of Youth at Risk: Public Policy and Interagency Collaboration" Conference, March 4-5, 1987

60-Minute Tapes

☐ 1. Frank Newman: "Youth at Risk--A National Concern"

☐ 2. Edward J. Meade, Jr.: Potential Dropouts

☐ 3. Eugene Bayard Edgar: Youth Offenders

☐ 4. Michael A. Bussemi: Drug and Alcohol Abusers

☐ 5. Joy Dryfoos: Teen Parents

☐ 6. Jule M. Sugarman: Early Intervention for Young Children at Risk

☐ 7. Lynn A. Curtis: Unemployed Youth

☐ 8. Alfred F. Rasp, Jr., and Mona Bailey: Policy Options Related to Compensatory Education

☐ 9 & 10. Frank B. Brouillet, "Serving Youth at Risk through Comprehensive State Policies," and Panel Presentation with Verne A. Duncan, Brian Ebersole, Sandra Jibrell, Martha Darling, Homer Kearns, and Robert L. Anderson

☐ 11. Beverly Curtis, national advocate for the homeless

☐ 12. Matthew W. Prophet: "Exemplary Interagency Approaches"

☐ 13. "Effective Interagency Collaboration" Panel, Part I: Vern Ryles, Portland Investment, and Barbara Ross, Public/Private Ventures Council

☐ 14. "Effective Interagency Collaboration" Panel, Part II: James C. Wilder, Kettering Foundation Community Forums, and Jeannette Hargroves, The Boston Compact

☐ 15. Janice Yaden, Oregon Governor Goldschaidt's Human Resources Plan

Price:	Single tapes	$ 6.00	Mailing:	Single Tapes	$2.08
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